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THE COMPASS

JOURNAL OF THE AMERICAN ASSOCIATION OF SOCIAL WORKERS



Social Work's Public Relations

New Horizons for Social Work

*Preparatory Meeting for International
Conference on Social Work*

Vocational Service for Social Work

A Dilemma in Recruitment

New York City's Welfare Investigation

It is of professional significance when public welfare captures first page banner headlines in the New York metropolitan press for three days running. Here, indeed, is social work's public relations (see Sam Moore's article in this issue) in the making!

But social workers in New York City are not rejoicing at this unsolicited help in interpreting an important area of social work practice. The headlines have featured a series of case exposes with such highly charged phrases as "luxury relief," "mink coated divorcee," "unlimited cash grants," "employables who refuse jobs," etc. Criticisms of administration have ranged all the way from lack of supervisory controls and an attitude that the "client is always right" to condoning of immorality and the soliciting of relief cases by workers.

The significance of what is happening in the New York City Welfare Department is hard to overestimate. What happens in New York City will be watched eagerly by every other city in the country with a large welfare program. The issues involved go beyond inefficiency or maladministration on the part of the city department staff. They go to the fundamental philosophy underlying the administration of public assistance.

It is important for the profession that these issues receive frank and considered discussion within the professional association. It is not possible to dismiss the charges that have been made as part of the general trend of reaction against social improvements evolved under the New Deal. Professional social workers both in and outside the department have pointed to defects in the administration of New York City's welfare program.

New York's welfare investigation presents a challenge to the profession to identify those areas where it is subject to valid criticism, to restate the fundamental principles for which professional social work has come to stand, and to gird itself to defend in the public forum welfare services which hold inviolate the dignity of the individual client and his right to common decencies at the hands of the community.

The January issue of *THE COMPASS* will bring to the membership a discussion of the issues involved in the current relief inquiry and a report on the New York City chapter's actions in regard to it.

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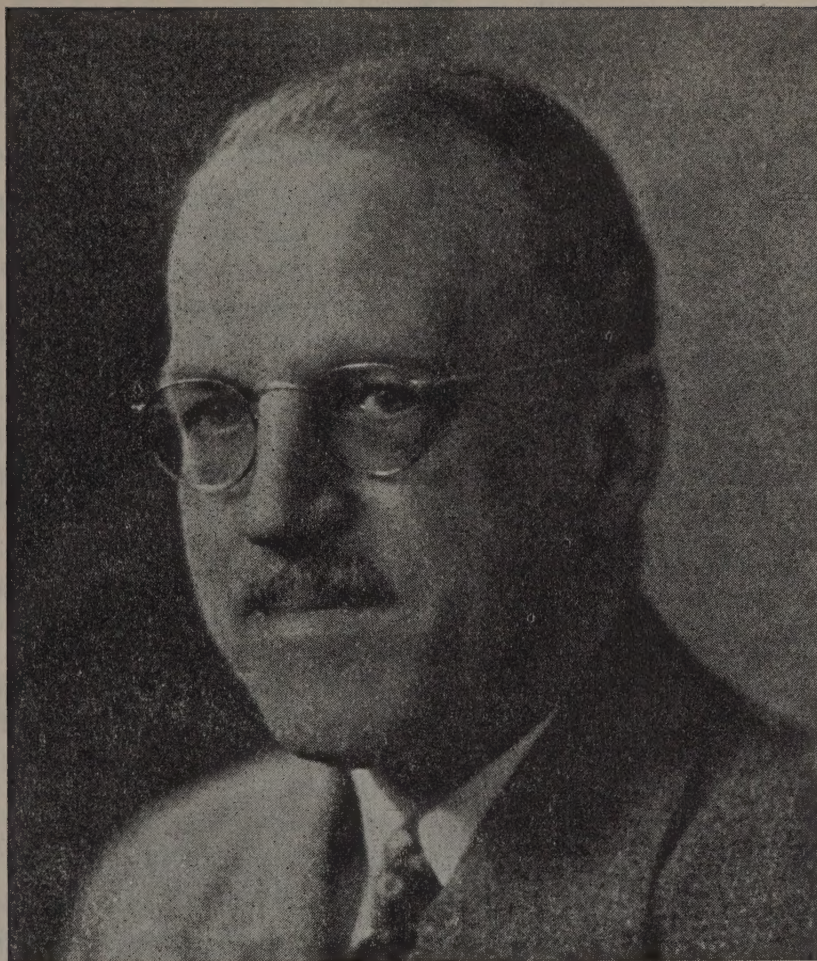
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Howard R. Knight

For nearly twenty-five years Howard R. Knight has been the organizing genius and the integrating force of the National Conference of Social Work. His creative energy and imagination and his vision have built a Conference second to none in the country in the quality of its spirit, in its devotion to a single cause, and in its impact upon a profession. The Conference is his handiwork in large measure and his lengthened shadow.

It is hard to visualize the Conference without him and yet the very quality that he gave to it means that it is destined to go forward, motivated by the ideals he held and guided by the hands and the minds he trained and inspired. The seventy-fifth Anniversary Meeting of the Conference to be held April 17-23, 1948 in Atlantic City, New Jersey, will offer Conference members and friends the country over an unusual opportunity to pay tribute to a great leader and a close personal friend. We shall all be called upon in the near future to give concrete evidence of our own faith in the things for which Howard Knight stood and for which he built so effectively.

—Leonard W. Mayo

In Appreriation

SIDNEY WEBB—1859—1947

The death of Sidney Webb on October 14th in Liphook, England, was reported by the press under the name Lord Passfield. The fact that he was elevated to the peerage by the former Labour government because it was useful to have him in the House of Lords was generally accepted as a course of expediency which in no way affected his outlook on the public issues of his time. According to his friend, George Bernard Shaw, he had no personal axe to grind and was the only man he knew "who combined prodigious ability and encyclopedic knowledge with entire simplicity and integrity."

I have been asked to comment briefly on his contribution to American social work, and it is difficult to know where to begin and what to include. His book "Grants in Aid" (1911) was an important reference for the American student interested in federal financing of welfare measures, and his article "The Extension Ladder Theory of the Relations Between Voluntary Philanthropy and State and Municipal Action" published in *The Survey* (March 7, 1914) is currently included on social work bibliographies.

But one cannot comment on Sidney Webb without including his wife, Beatrice Potter Webb, who died in 1943. The Webbs are frequently referred to as "the double starred personality, the light of one being indistinguishable from that of the other" and it was their joint impact on two generations of political thought and action in Great Britain which in turn greatly influenced American students. The effect of the famous Poor Law studies is directly seen in the writings of our own great scholar, Edith Abbott, and others as well.

The Webbs were "tough" minded and could give and take sharp criticism. They were not only brilliant investigators of the Poor Law and other subjects but also shrewd political experts who knew when to cut their losses, as when the Poor Law campaign so vigorously launched by Mrs. Webb failed in 1912. Though their historical studies took them back to the old parish records and parliamentary reports they used the knowledge gained thereby in an active and rational attack on present day problems.

ELIZABETH WISNER
Tulane University

LAGUARDIA—1882—1947

"Our City, yours and mine—keep it clean."

One of Fiorella LaGuardia's greatest gifts to New York and his country was his power to make government, causes, politics, even a garbage truck dramatic—he not only aroused interest but a sense of responsibility. Dullness has killed many a good cause but never one LaGuardia took on. I remember sitting on the edge of my chair for nearly three hours at a meeting while he told the story of his first year in City Hall. And during that time he had made honest city government the greatest cause of all.

I first saw him in Congress back in 1932 and so I anticipated that things would be lively in New York when he was elected—and they were. In my memory of the succeeding years when New York's City Hall seemed like home to many of us, it is hard to choose the things most characteristic. Vitality, humor, astuteness, contrariness, brilliance, mimicry, warmth and a fabulous energy—all these, and so much more, were LaGuardia's.

One day I recall particularly in the early fight against rising milk costs. I wanted him to come to Albany at what I felt to be a strategic moment. "Do you *need* me?" he asked as his secretary showed him solid engagements. "Yes, we do." He drew his pencil through the list—"All right—I'll come." On the way up his car broke down. He hopped up behind the motorcycle cop and arrived, disheveled but on time.

This September at the Food and Agriculture Organization Conference in Geneva, the British movie on Hunger showed LaGuardia speaking as the Director of U.N.R.R.A. to last year's F.A.O. Conference at Copenhagen. It was good to feel that his fiery voice is not stilled and that he can go on in his last great role pleading the cause of the disadvantaged.

HELEN HALL
Henry Street Settlement

Social Work's Public Relations

Sam Moore

Sam Moore has been writing for radio since 1931. He was graduated from the University of Michigan in 1925 and worked on newspapers in New York, mixed in with stretches as a publicity and advertising man. From 1941 to 1946, he wrote the Great Gildersleeve program with John Whedon. For the past two years he has been president of the Radio Writers Guild of the Authors League of America.

THESE days many professional groups are beginning to see the need for public relations. The school teachers are finally in revolt against a long history of mistreatment which might have been avoided with a proper public relations program. My own group, the radio writers, is faced with the problem of avoiding being blamed for all the banalities of the airwaves.

I understand that you in the field of social work have certain problems in relation to your position in the community, and that some of you have suggested that these problems might be solved through a proper public relations program. I think this is true—but it has to be gone at in the right way.

Probably the safest generality on public relations is that every organization has a public relations problem. Most organizations have public relations programs. Some are effective, some are not. Some are effective in a given set of circumstances, and when the circumstances change, are not.

The telephone company has had a public relations program which has been very successful for many years. The voice with the smile—the public service aspects of telephone service—these themes have been enough to keep the phone company out of labor trouble, keep effective union organization down, and the public from complaining about rates.

But I venture to say that when the Gallup poll revealed in the middle of the phone strike that more than half the general public sympathized with the strikers, the public relations brain trust was called onto the carpet and asked: "How come?"

COMMERCIAL PUBLIC RELATIONS

Commercial advertising is one public relations job with which all of us are most familiar. No

intelligent person can help noticing the constant pressure that is on him to eat this, drink that, wear those, because they're better, milder, or less itchy.

Much of the work of advertising men, like the work of public relations experts, consists in making surveys, on a sound statistical basis, to find out why people buy their product, and why they buy their competitor's products.

Is it the shape of the package, the color, the design of the package? Is it the price? Would people rather buy it a pound at a time, or a quarter of a pound at a time? Or is it possible, even, that our product doesn't taste as good, wear as well, feel as comfortable, as our competitor's?

They figure out all the answers, and then they advertise and publicize their own strong points, belittle their opponents' weak points. Only once in a blue moon do they change the product itself. It's a lot cheaper to change the advertising.

The main point about commercial propaganda is that it is almost always an effort to proclaim a virtue or conceal a weakness in your own product, or to expose a weakness in a rival product. The weaknesses and strengths which they aim to expose are discovered not by guessing but by statistical survey.

NON-COMMERCIAL PUBLIC RELATIONS

Now suppose we consider some non-commercial public relations problems. Organizations like the National Association of Manufacturers, the CIO, and the AF of L are all in public relations on a tremendous scale. Unlike the purely commercial groups, however, they do most of their work without paid advertising. The job of these organizations is done by getting information about themselves into the papers, onto the air, into magazines and moving pictures *for nothing*. Any organization can do it—the trick is knowing how.

Suppose we take not too remote an example. The American Medical Association is a professional group, like your own. It has professional standards, qualifications for admission to the Association, ethics which prescribe the doctor-patient relationships and it is organized at national, state, and county levels.

Now analyzing it like a marketing problem, what are the basic propaganda objectives of the AMA? I think it is true to say that, broadly, they are the limiting of competition from outside the Association—making it tough for chiropractors, naturopaths, and so on; regulating competition as between themselves—forbidding advertising and personal publicity, encouraging members to do a certain amount of free clinical work and so on; and discouraging any adequate national program for prepaid health insurance, such as the Wagner-Murray-Dingell Bill provided—in short, maintaining the status quo.

Now, how do they go about their public relations program? Well, they publish their journals, which are carefully edited to show the high standards of the profession, their reluctance to call anything a cure until it has been thoroughly tested. This is a perfectly legitimate claim, accepted—and rightly so—by the general public, by legislatures, by newspaper editors, by everybody.

Their journals are sent to newspaper offices, the offices of wire services, like the Associated Press and the United Press, where reporters comb through them for a scientific article which can be translated into a news story. *Time* and *Newsweek* get the medical journals and go through them carefully.

But the journals are only one weapon of the AMA. They have conventions, national, state, and county. They also have the sub-conventions of heart specialists, skin specialists, and such. Speeches are made, reports are read—and again the Press is on hand to translate the dry scientific language into news stories which can be understood by millions.

An interesting point to observe is that all the news which is thus legitimately manufactured by individual investigators in the AMA is released only under the auspices and control of the association. The AMA controls the editing of the journals; it controls the content of the reports given at conventions. This is a tre-

mendous help, technically, in avoiding confusion and cross purposes in the public relations job.

Medical conventions have been news only since about 1920, by the way. A reporter on the *New York Times*, named Alva Johnston, won the Pulitzer prize that year for covering the AMA convention and making it understandable to the general public for the first time. Since then, it has become standard journalistic practice.

When the news gets into the papers, it goes onto the radio almost automatically, because radio news is based chiefly on the wire services from the AP, the UP, and regular suppliers of the press.

Magazines and moving pictures—these are special problems which depend on interesting a magazine writer or editor in some question, or interesting a picture studio either in a published book or in the possibility of developing a story out of a given piece of material—the discovery of ether, for example, or the life of Pasteur.

Another phase of the public relations problem is the question of reaching or influencing special groups. To put it simply, the question of whether your story will do more good in a labor paper, or in *Fortune*.

All these matters are technical. Other technical problems are those which may be characterized as “defensive,” that is, keeping harmful stuff out of the papers, protesting improper characterizations of your profession, and so on.

Writers' groups are constantly receiving letters of protest from one organized group or another complaining about their treatment in the press or on the radio or screen. The Bar Association, for instance, keeps a close watch on screen and radio portrayals of lawyers and judges and lets out a loud squawk when anything resembling an ambulance chaser or a crooked jurist appears in a story. The AMA does the same when doctors are characterized as shady.

As I say, all this stuff is technical. These are the details of a public relations program. What is the actual heart of it?

THE HEART OF A PUBLIC RELATIONS PROGRAM

The heart of a public relations program is the organization itself, and its real aims and objectives.

No matter how shrewdly calculated its program may be, no matter how appealing its slogans, the organization itself can never be concealed by public relations experts.

No matter what slogans the NAM devises, the general public knows the NAM is big business, and the public judges NAM slogans accordingly. And every time the public gets fooled, as in the murder of OPA, the NAM weakens its next propaganda drive by just so much.

The National Association for the Advancement of Colored People is another kind of example. It is an organization which is fighting for a better life for the Negro people of America. Its propaganda is directed against segregation, against Jim Crow discrimination in jobs, housing, education. Unfortunately, the columns of the press are not as open to news from the NAACP as they are to material from the NAM. But I firmly believe that what news does get printed makes a real impression.

Can people be fooled—forever? The AMA, fighting tooth and nail against socialized medicine, though many good doctors believe in it, is winning support from many sides. The big drug companies, whose stake in non-socialized medicine is probably as great as that of the doctors, are starting to buy space in national magazines, with expensive colored pictures of kindly, tired-faced old doctors, rushing out into the snow with their little black bags. This is the fellow that will supposedly disappear when we get “regimented” medicine. Does everybody believe this? I don’t think so. I think people are getting smarter, and that they see through anybody with an axe to grind.

This is why I believe the social workers have a chance to do a public relations job which will have tremendous value, not only for the members of this Association, but for all society.

Social workers are an organized professional group, analogous to doctors and lawyers. The problems with which you deal, however, contain potentially more news, more drama and more human interest than those of the legal and medical professions combined.

You are dealing with people whom society wishes to push outside of itself and forget. You are dealing with the results of our mistakes in economics, in law, in medicine, in education; the unemployed who for whatever reason cannot

be employed, the delinquents who without your help see no course ahead but more delinquency; the old people who have nowhere to go; and the young people who are ashamed to send their old people into institutions no matter how desperate their situation.

You people are students of these things and their causes; you have everything to tell the public about them. You are experts who should be telling the lawyers and economists what to put in the laws, rather than the other way around. All they understand is laws and money; you are the people who see the tragic human results of their theoretical approach to these great problems. You *must* become a powerful molder of public opinion on these questions.

How to do it? You are organized, you have a professional journal, you have conventions. You have all the machinery that is necessary, all you need is a definite program, and a definite conviction, yourselves.

SUGGESTED PROGRAM FOR AASW

May I suggest four or five points around which the program might be built?

First. You need to believe and constantly proclaim officially, as a professional group, that the right to social service from trained, qualified professionals is a right which belongs to every citizen as competely as his right to breathe. I know that most of you believe this, but the general public does not know it, and does not understand it. The resistance which is still shown toward social workers is a hangover from the days of Lady Bountiful. I believe it will only disappear when the public understands they have a right, *for which they have paid as members of the community*, to expert help from social workers. A right like the right to have mail delivered, a right like the right to call a fireman when the house is on fire, or a cop when there’s a burglar.

The *second* point is implicit in the first. Your Association should believe and constantly proclaim that the cost of social service should be borne by everybody; that it is not a favor done by one class for another, but a social necessity whose cost is as inevitable and as indivisible as taxes for schools and roads.

Third. Your Association should constantly believe and proclaim that social work is a skilled

profession, and that amateurs or bunglers attempting to perform your duties can do incalculable harm in the community. You should release controlled reports, following the example of the doctors, illustrating the results of social work well done, and pointing out the value of preventive as well as remedial work on a community-wide basis. The example that comes to mind is the investigation of the Detroit race riots, after which the Governor of Michigan publicly thanked the social workers for their contribution.

Fourth. I believe that as a body of experts in the science of human relations, your Association should adopt and proclaim official positions on important questions of the day on which it is reasonable for you to take positions. For example, on social security legislation, old age pensions, child care, health bills, and so on.

Fifth. Your Association is relatively young—I mean alongside the legal and medical associations. I believe you should continue as individuals and as an association to advance the technical and scientific qualifications of your members and to proclaim this constant advance. It is important for the public to know that the frontiers of the science of social service are forever being pushed back by your members.

These five points constitute a rough outline of a program which it seems to me will orient

your Association properly in its relation to the public. I believe it is of tremendous importance for individuals as well as for the Association to feel this orientation, since it must be remembered that each of you, in your day to day work, is doing a public relations job which can have even more important effects than a well-placed news story.

On the question of whether you should or should not retain a professional public relations adviser—my recommendation would be to use advisers only for what I have called the technical parts of the job. Remember the average public relations counsel does much of his work in figuring out ways to conceal the truth about either his client or his client's objectives. You are in the happy position of not requiring any such sleight-of-hand artist. All you need is people who know how to translate the technical language of your work into readable news stories, and run a mimeograph machine.

The important element is what you will contribute yourselves by your conscious determination to become a socially useful force in forming public opinion, not only on questions of social work, but on all the important questions which face our society. You probably will not become such a force overnight, but if you will make the effort, you will find yourselves very important, very soon.

AS OTHERS SEE US

How do others see us? The low heeled, flat chested lady with a sailor hat and black dress is disappearing as the prototype of the social worker in America. Fund raising drives and war connected social service programs have glamorized the profession. Even men are occasionally recognized in movies and magazines as part of the profession.

To get some data on how social workers are currently being depicted, the national office would like members to send in a brief report on portrayals which they encounter in movies, radio programs, books, and magazines. Reports on successful public relations activities in behalf of social workers will also be welcomed. Address materials to the Public Relations Committee, AASW national office.

New Horizons for Social Work

Donald S. Howard

Don Howard presented the ideas in this article to a meeting of the Philadelphia chapter last month. The result was a continuation meeting with a panel to discuss: "Postscript to Don Howard—How Do We Move Towards Social Statesmanship?"

The Philadelphia chapter's reaction to Dr. Howard's thesis we think will be shared by many AASW members. The readiness of the profession to evaluate its present role in our society and to venture into new areas of activity is probably greater than most of us are aware. COMPASS will be publishing during coming months a series of articles which will present a cross section of professional thinking on the future role of social work in our society. The next article will be by Hertha Kraus, Associate Professor of Social Economy at Bryn Mawr College.

ANYONE interested in new horizons for social work might profitably project into the future a number of trends. However, there are two in particular which deserve special consideration to see where they might lead us, say, 1972.

The first of these is the gradual enlargement of our technical fields of competence and the growing realization that there are still further fields in which we—or if not we then some other profession—must develop a competence. The second is the movement of social work away from a patching up operation to more constructive kinds of activity.

Looking at the first trend, it is trite to remind ourselves that the most highly developed competence of social work is in the field of casework. It is also trite to say that group work and community organization, though evidencing new interest in shifting from amateur and semi-pro to professional status, still stand in urgent need of further analysis and development. There will probably be much less agreement, however, as to whether or not the further extension of social work skills which I think I see on the horizon will or will not qualify as social work.

The particular combination of skills to which I refer does not involve any really new skills. What is indicated, rather, is a somewhat new constellation of various skills we are already utilizing.

The important new role for social work which I envisage involves the ability to analyze broad economic, social, physical, educational, and cultural aspects of world, national, and community life; to appraise their effect upon the welfare of

the men and women and children concerned; to ascertain ways in which these broad areas of life may better promote the well-being of individuals and communities; and to bring together the professions and resources needed to improve them. The whole, which would add up to a sort of social statesmanship, might be termed "social organization" in that it would bring to the solution of broad social questions a combination of skills much as "community organization" brings a defined group of skills to the solution of community problems.

At first blush it might appear that this suggestion means that social work will be expected to provide every service for everyone's entire future. This I distinctly do *not* mean. I mean, rather, an extension of skills and abilities which we have already demonstrated within much narrower limits.

Take, for example, a casework agency. Social workers, as such, do not themselves undertake to render every kind of service that is provided by or within a casework agency. In addition to social workers there are required doctors, psychiatrists, psychometrists, nurses, dentists, auditors, and bookkeepers. No one suggests that just because casework is regarded as a social work function every service connected with a casework agency must be rendered by social workers.

It goes without saying that social work does not now possess all the skills required for the future here envisaged. However, social work, even today, comes closer than does any other profession or group to the possession of the requisite skills. What are these, do you ask?

SOCIAL WORK'S SKILLS

In my opinion social work's first claim to competence in this area is that it cares, and cares deeply, about the well-being of people as people. An important aspect of the social worker's ability to care is that he has sufficient human and social insight to be alert to need even if it is relatively subtle and even though it affects relatively few persons. Anyone can see that those wrecks of human beings uncovered in concentration camps needed something. Similarly, anyone would know that a famishing province of India or China should be given some kind of aid. It takes a certain discipline, however, to get "steamed up" over the malfunctioning of broad economic, health, educational, and cultural programs which, though serving the masses relatively well, fail to meet small needs or the needs of a small minority.

The second aspect of social work's competence in the broader field which I have mentioned is its ability to know not only that people are in need, but to know, further, what they need. Through knowledge of minimum and optimum requirements for constructive living, we are in a position to know—and to help our fellow citizens to understand what happens to people who lack these essentials. Or, if we do not know, we have experience in social research through which we can soon find out what it is that people need.

A third aspect of social work's competence is its knowledge of resources—knowing where to turn to find the particular types of professional help required to meet ascertained needs. Just as social workers have learned to bring together under the roof of the casework agency the doctor, psychiatrist, psychometrist, nurse, bookkeeper, and auditor, so also, I believe they have the ability to determine when the services of the economist, the industrial engineer, the lawyer, and public administrator are required to work for some redirection of our economic, health, educational or other programs or institutions in order to serve people better.

A final aspect of social work competence—one gained largely through our knowledge of community organization—is the bringing together of these various professions in the interest of a common social objective.

Specifically, the kind of thing I mean is what social workers in the War Relocation Authority were able to do to give a social focus to an agency whose unenviable lot was to carry out a program which was widely regarded as need-

lessly unsocial. What I mean, too, is what a couple of social workers were able to do—long before UNRRA was born—to assure that this organization, which was originally envisaged merely as a "supply" agency, developed a program of considerably broader social focus. Still another example is the social welfare division being set up in the United Nations Food and Agriculture Organization to aid in giving the organization's total program the social focus it should have.

SOCIAL STATESMAN ILLUSTRATED

Perhaps the best illustration of the kind of job for which I am saying social workers should have special competence is the position of Social Welfare Advisor in the British West Indies as recommended by the West India Royal Commission of 1938-39. The Social Welfare Advisor, in the Commission's conception, was not to be a department head but was to have direct access to the Governor.

Specific responsibilities of the Advisor, as outlined by the Commission (which declared—whimsically, I hope—that these were not intended to be a "comprehensive list"), included: community and leisure-time services; land settlement and other rural services; social security services; care and protection of children and young persons; delinquency services; housing; industrial welfare services; investigation of social problems, responsibility for formulating a social welfare program; co-ordination and interlocking of public and voluntary services; stimulation of voluntary services and of voluntary assistance to public bodies; training of social workers, public and voluntary.

This is a far cry from casework or group work and, though related to community organization, goes considerably farther, approaching the social statesmanship which, in my opinion, offers social work unprecedentedly challenging opportunities.

"And how," do you ask, "will social workers be drawn into posts such as those described here?" By proving that we really have something to offer. Before we can expect much increase in demand for our "social organizers" or "social statesmen" we must give evidence through voluntary action that we can see needs that others overlook and that we know what to do about those needs. As time proves the validity of our insights, diagnoses, recommendations and actions job opportunities are likely to expand far more rapidly than our capacity to fill them.

In his role as "social organizer" in planning, policy-making and administration at all levels the social worker might work very much like his colleague the case worker working at the level of the individual. The latter does not himself assume the responsibilities of a nurse or a dentist or a school teacher or a policeman or a court officer. Rather, the social worker is the catalytic agent through which the services of these professions contribute to the total welfare of the whole individual. Similarly, the social statesman will not arrogate to himself the responsibilities of other professions, but, like the case worker, will serve as catalyzer of those forces which must work together not only to serve individuals but to serve larger social wholes including entire peoples.

Case workers, says Kenneth Pray, help individuals to face the alternatives open to them, to appraise these alternatives, to struggle with their conflicting interests and feelings, to choose—and to pursue—a course of action.¹ Similarly the social organizer or social statesman could help administrators, officers, leaders, and the public concerned with governmental or voluntary, local, state, national, or international programs affecting the welfare of people to face the alternatives open to them and to choose and pursue those actions best calculated to assure the highest level of well-being for the largest possible number of persons.

By my standards it is not too much to hope that we may soon have in the social field the counterpart of the President's Council of Economic Advisors to plan the nation's grand strategy in social affairs and to lay down principles to guide not only federal and state departments concerned with social well-being but to guide, also, voluntary organizations dealing with these issues. If this should come it would require social statesmanship of the highest order.

Emphasis here placed upon social statesmanship is not at all intended to suggest that every social worker in the future will fill a role of this kind. For a long time to come we will need all the types of social work we now have. However, whether one is engaged as case worker, group worker, community organizer, social actionist, or administrator, he should also, it

seems to me, be concerned with and contribute to the profession's role in social statesmanship.

Certainly, the competence which social work already possesses for these broader responsibilities must be much further developed if the challenge of the future is to be successfully met. Training for the future must give new emphasis to social research, to economics, to social psychology, to advanced community organization and administration if workers are to be equipped for social organization and social statesmanship.

But unless we at least begin to apply and further to develop our present knowledge there can be no hope of progress. It was not until the feet of the priests actually touched the water that the River Jordan separated to permit Joshua and his followers to cross. Social work too must get its feet wet—and probably muddy—and perhaps tramped on—if it hopes to pass over into new country.

THE BROADENED FOCUS OF SOCIAL WORK

The second trend I want to discuss—one which has the utmost significance for the future—is the gradual development of social work from a salvage operation picking up broken bits of humanity to a far more constructive role.

It was inevitable, perhaps, that social work should first have become concerned with remedial measures. When resources, competence, and personnel are inadequate to the total need, it is not unreasonable to direct attention first to those who are most in need. But it is also clear why social work turned as soon as it could to prevention. This, it will be recalled, began timidly. Attention was focused not upon society as a whole, not upon entire communities, but rather upon those individuals in the community who appeared most likely to require remedial services unless preventive services could somehow obviate that need. The focus was upon such individuals as "predelinquents," upon persons "predisposed" to tuberculosis. The emphasis was still largely upon the individual with only a shift in timing as to when aid would be made available to him.

It was at a somewhat later stage that the focus was shifted from individuals to groups. But here again, preventive services were thought of in relation to "vulnerable" or "disadvantaged" groups and to "blighted areas" rather than to the community at large. At the turn of the century we were concerned primarily with what

¹ Pray, Kenneth L. M., "Social Work in a Revolutionary Age," in *Proceedings of the National Conference of Social Work*, 1946.

General William Booth, in England, termed the "submerged tenth." Under the inspiring leadership of President Roosevelt we developed concern for one-third of a nation—an absolute gain of some 23.33 per cent in thirty-five years!

Even today social work still accepts as its basic role the job of helping to make life as constructive as possible for those who are "disadvantaged" whether their disadvantage is attributable to economic need, to physical or mental disability, to lack of parental support, or any of the other social disabilities one suffers in our modern socio-economic order, or, shall we say, disorder?

All, or at least most, of the while that social work has been preoccupied with services to disadvantaged groups, we talked as though we were equally concerned with the well-being of all groups. But, this was mostly talk which unfortunately was not validated by our actions. For example, we had a lot to say about families as the best possible environment for children and even for socially handicapped persons, unless they particularly needed some special type of institutional care. But we did not really mean this.

What we really meant and supported by our action was that families were the best places for poor children. We went to great lengths to make it possible for poor fathers and poor mothers to meet their responsibilities toward their children. However, we were peculiarly silent when wealthy families failed or were on the verge of failing to meet their responsibilities to their youngsters.

Much the same might be said about nutrition. Families receiving assistance very frequently were confronted with their responsibilities for providing nutritious foods, particularly for their children. However, if it is nutrition in which we are really interested, why are we not concerned with nutrition in economically independent as well as in the economically dependent families which we know best?

Or, take the question of standards of living. Social work has gone to great lengths to assure economically needy families the material base necessary for family life, even though we know that assistance standards frequently exceed the standard of living which economically "independent" wage earners are able to secure for themselves. In recent months we have stood

with our heads high though somewhat bloody, to defend what certain critics have contemptuously termed "Ritz" relief because it offered dependent families a higher standard of living than was available to many so-called "self-supporting" families.

In the face of criticism such as that directed at "Ritz" relief, social work has two alternatives—apart, of course, from continuing to take it on the chin. One choice would be to reduce assistance standards, going back, perhaps, to what the British term the "wages stop," automatically limiting assistance grants to what any family could expect to enjoy if its breadwinner were employed at his usual occupation. Or, if one wanted to retreat in a big way, he could revert to the 1834 principle of "less eligibility," arbitrarily denying to assistance recipients any more than that which could be earned by the lowest paid laborers in a community.

The other choice, however, if one wanted not to retreat but to press forward, would be to attack the disparity between assistance standards and the still lower standard of living of many "economically independent" families by raising the latter. Further extension of the principle of the annual wage, raising of legally enforceable minimum wage levels, and adoption of the principle of family allowances are only some of the devices which might be employed to assure a more nearly adequate level of life for families of the nation's wage earners.

The dilemma which we now face in this field is not different from that which faced this country during the 1820's with respect to public education. Poor children, or, as we called them then, "pauper children," who were privileged to go to "charity schools" because their parents were poor, enjoyed educational benefits denied to the majority of children of the "working classes." This anomaly in its day aroused almost exactly the same kind of resentment which is raised today by assistance standards in excess of those which wage-earners can maintain.

To avoid the criticism that poor children were being better educated than were children of workers' families, the free education of pauper children might have been abandoned. Fortunately, however, the leaders of the 1820's did not retreat. They counter-attacked and ultimately succeeded in making free education available not only to poor children but to all children including those who were rich.

Today, we, in our turn, are confronted by a similar challenge to make available not only to poor children and to poor families, but to all children and all families including those who are rich, social education and social services required to strengthen family life, to improve levels of nutrition, and to assure adequate standards of living—to name but a few of the social objectives before us. The primary concern of social work in the future, in my opinion, should be the conscious effort, both constructive and preventive, to aid people to achieve for themselves the highest level of individual and collective well-being attainable and to assure provision for the economic, physical, and social requirements of particular regions, groups, or individuals whose needs are not otherwise met.

To return again to the experience of the West Indies where welfare schemes are being integrally related to the whole of life on the islands: Sir Frank Stockdale, Comptroller for Development and Welfare, has written significantly:

"... The basic problem of a social welfare programme for the West Indies is . . . to enable the people to secure, by their own exertions, both a life and a livelihood which will bear comparison with the moral and material standards of the twentieth century.

"The social services which should be grouped together in a common social welfare plan are therefore not merely 'relief' services, associated with conventional philanthropy. Nor is the essence of social service a process whereby something is done for the 'under-privileged' by their more fortunate fellow-citizens. A new concept of social service must be achieved which puts it in its proper place as a common incident of citizenship; . . . Welfare schemes should be designed to benefit the community as a whole, and not a particularly 'needy' class rich as well as poor should participate in community activities, learn to share a common culture, and co-operate together to break down both economic and social barriers."²

That American social workers—or at least some of them—recognize the need for positive action in

broader fields of service is clearly evidenced by such declarations as the various platform statements of the American Association of Social Workers.

SOCIAL WORKERS' PRESENT RESPONSIBILITY

But, you will ask, even if it is conceded that these high new social goals are the proper concern of the social worker, what specifically is he responsible for doing about them?

Certainly we will do about them in the future not less than we have done in the past. Some of us will continue to render in conjunction with these broad programs the professional services which we are already rendering. We will also develop our present equipment, particularly our skills in community organization and in administration, so that we may better use these tools in the interest of broader objectives. We will continue to participate in social action. Finally, we must—in my opinion—develop the skills embodied in what I have already described as "social organization" and "social statesmanship": namely, the capacity to care what happens to people when their well-being is threatened and their social development thwarted; the ability to measure and to help the public to understand the effects of conditions which harm or limit social well-being; and finally, the administrative and organizational "know-how" and "do-how" required for the advancement of the general welfare.

Again, we may ask ourselves, if social work does not prepare itself for this future role, who will? And, if this role is not filled, will we be content to leave these important functions to pure chance?

If increased attention were given to broad-scale preventive and, better still, constructive social measures, we would find unlimited opportunities before us. In the health field, for example, we would no longer be satisfied merely to give money to a handful of needy people so that they may purchase for themselves such care as they can buy on the open market. Neither would we be content to organize small clinics or free hospital services through which doctors imbued with more than an ordinary sense of social responsibility might give free or cheap medical care to comparatively small numbers of patients. Neither would emphasis be placed upon developing some kind of low-grade or sub-standard care that could be made available to

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² Development and Welfare in the West Indies, 1940-1942. Colonial No. 184. His Majesty's Stationery Office, London, 1943, p. 50.

REBUILDING SOCIAL SERVICES IN A CHANGING WORLD

A Report on the Preparatory Conference, International Conference on Social Work, September 15 to 20, 1947

Melvin A. Glasser

LOOKING out of the windows of the pleasant rooms in which delegates to the Preparatory Conference were meeting in Scheveningen, Holland, last September, members could see the rubble of once beautiful hotels, destroyed by the German occupying authorities in their construction of the Atlantic defence wall. It seemed particularly appropriate that in this setting the 128 delegates from 18 countries and 12 international agencies should be discussing rebuilding—the aims, methods and challenges to social work in a changing world.

Not only did the Preparatory Conference lay the groundwork for the first post-war International Conference on Social Work to be held in Atlantic City next April, it gave social workers from a variety of countries an immediate opportunity to exchange views and experiences and to develop plans for working more closely towards the solution of the pressing postwar problems with which each of the countries in general, and Europe in particular, is presently confronted.

IMPACT OF BROAD SOCIAL PROBLEMS ON SOCIAL SERVICES

The United States was represented by a delegation of eight persons under the chairmanship of

When we learned that Melvin Glasser was going to attend the preparatory meetings of the International Conference on Social Work in Holland we commissioned him at once as a special correspondent to cover the meeting for COMPASS. He not only submitted this excellent report but rounded out his assignment by producing a photograph of the conference officers and the American delegation.

Mr. Glasser, who is Assistant Director of International Activities, Insular and Foreign Operations of the American National Red Cross, is the new chairman of AASW's Committee on International Cooperation for Social Welfare and a member of the Washington, D. C., chapter.

Howard Knight, who until his sudden death upon his return from Europe was also Secretary General of the International Conference. The urgent social problems of relief and reconstruction were studied by four committees: health, material assistance, housing, and psychological problems. While the committee discussions were carried on in separate sessions, it soon became clear that the urgent social problems with which Europe is now confronted could not be compartmentalized. Repeatedly it was demonstrated that while the approach to these four problems might be individualized, the overall planning and solutions needed to be generic.

Every discussion, for example, eventually got to the difficult and basic problems created by inadequate housing, the need for governmental and voluntary agency planning, the general socio-economic structure of the country, etc. It was recognized that putting up buildings, difficult as that alone may be, is not enough. Because there was inadequate housing, there were problems of family disintegration and marital discord. The increase in juvenile delinquency, ascribable in part to the separation of children from their families created the demand for additional foster homes and institutional care for children. The lack of roots made for additional emotional problems, and increased the incidence of neurosis and psychosis. British social workers emphasized the mounting problem of care for the aged in their country, because there were now far fewer homes with families for older people, and hence there was the need for more institutional facilities for this increasingly large group in the population.

In Poland and Greece well-planned public health campaigns, particularly against tuberculosis, were limited in their effectiveness because of insufficient numbers of hospital buildings for isolation and treatment. The disease continued to spread as in many instances active cases had

no choice but to remain in their overcrowded living quarters, thus infecting their families and neighbors.

Repeatedly it was demonstrated that social workers everywhere are being confronted by new challenges. Demands are being made upon them for the development of new skills and the adaptation of old ones. Case workers are being asked to aid in the adjustment of workers and their families as they are shifted about the country in an effort to meet the critical manpower shortages in most of Europe. Group workers are being

consulted on planning for integrated community activities in newly-created housing developments. Delegate after delegate pointed out that neither nationally nor internationally had social workers ever before been called upon to participate in the planning and execution of social measures on so large a scale as in the war and post-war periods.

Corollary to this has been the penetration of social work philosophy and methods into many phases of life which hitherto were untouched by this thinking. With one out of each eight

The American Delegation and Officers of Special Delegates Conference of the International Conference on Social Work, The Hague, September 1947.



Left to right: Seated: Miss Helen Hall; Mrs. Howard Knight; Miss Kate Mendel. Standing: Dr. H. M. Sark, I.C.S.W. Asst. Sec'y General; Wilmer Froistad; Dr. Rene Sand, I.C.S.W. President; Sharon Hatch; Howard Knight, I.C.S.W. Sec'y General; Melvin A. Glasser; Paul Kellogg.

or nine persons in Finland displaced or evacuated as a result of the war, that government found itself in a position where it had to call quickly on the skills of social workers in aiding the displaced. The Polish delegates gave a graphic picture of the activities of their Red Cross workers in providing a variety of services and emergency care for hundreds of thousands of returning repatriates. These and other illustrations emphasized some of the greatly broadened horizons of social work responsibilities.

NEW ALIGNMENTS BETWEEN GOVERNMENTAL AND VOLUNTARY PROGRAMS

The pressure of war and post-war demands has brought about a broad expansion in both public and private social services. One of the interesting conclusions of the meetings was that there has been an unprecedented need for and the development of far closer cooperation between public and private agencies than in the pre-war period. Much of the resistance and difficulty which existed between the two groups dissolved under the pressure of war conditions when both sides found they had to and could work together in the national interest. In the war emergency new organizations were speedily created to evacuate and rehouse those made homeless by the bombings, to provide day care for the children of working mothers, to coordinate foreign relief activities, and to meet many other needs. Public and private agencies are participating in these new organizations, and have found that together they have been able to make contributions to the common welfare of far greater value than they might have made had each gone his separate way.

It was generally recognized by the Conference that the needs, in Europe particularly, will continue to be great in the next few years. For example, hardly a delegate spoke without mentioning the devastating drought of this past summer and the hunger and starvation it will bring to most of Europe this winter. Yet, as the delegates from France, Belgium and Great Britain pointed out, voluntary agencies could not attempt to meet basic needs. One of the key problems with which social work internationally must come to grips is similar to that which we have faced nationally in our own country: evolving a satisfactory definition of function and relationship with the official agencies whose function it must be to provide basic

necessities while voluntary agencies attempt to supplement and expand services required in war areas and elsewhere.

The clarification of the functions of voluntary agencies in the international field is particularly related to the developing welfare activities of the United Nations and the specialized agencies. In connection with this the Conference convened a special session to consider a proposal made by the British delegation to set up an information and clearing bureau which would enable international voluntary organizations to keep in close touch with one another through information bulletins and joint consultations, to keep abreast of recent developments in the United Nations, and to provide some beginning liaison with the UN. The delegates recognized the value of and need for a service of this nature, but felt that the overall picture was not yet sufficiently clear to warrant setting up a clearing bureau at this time.

Another phase of this same problem was brought out in the need for closer planning and integration of foreign relief programs. This was clearly illustrated by the differing concepts expressed by representatives of various nations. The French, for example, questioned the advisability of continuing to send relief teams abroad to conduct operations in foreign countries. They felt the time was at hand for overseas voluntary relief agencies to emphasize helping the welfare organizations in the recipient countries to strengthen their own services rather than have representatives from abroad continue to conduct actual operating services. The Czechoslovak and Greek representatives were particularly interested in child care and expressed the hope that overseas relief agencies would concentrate their activities on rebuilding the health of the millions of children who suffered from years of malnutrition during the war and who may now be receiving diets adequate to maintain minimum health, but certainly not sufficient to rebuild it. The Swiss expressed the view that it was important to foreign relief agencies to leave behind tangible evidences of their work, in the form of institutions, homes, etc., which would, in years to come, continue to provide social services for the peoples in the recipient countries.

Throughout these discussions ran the recognition of the interrelationship between social welfare and the broad fields of social and economic

policy. With problems of foreign credits, shortages of world supplies, currency difficulties, shortages of trained workers, etc., it was generally agreed that social problems in the war-stricken areas of Europe must be looked at from an international point of view, involving the broadest kind of social plans.

This concept was illustrated not only in the fields of material and health assistance, but also in the analyses of the psychological problems created by war. There has been uneven development of philosophy, skills and techniques in meeting psychological situations that demand early solutions. In Europe, for example, there has been relatively little development of the individual case work approach to the client. At the same time, many of the European countries have gone much farther than the United States in introducing basic psychological concepts in their social planning and administration.

In part, this broader approach has been brought on by the war. In a post-war world, we find millions of people constantly searching for security and permanent peace. The years of war and enemy occupation brought about three basic reactions: 1) of fear, 2) of revolt, and 3) of discouragement and depression. The insecurity of the world today, from an economic and a political point of view, is contributing to the continuation and intensification of these psychological problems.

INCREASED RECOGNITION OF SOCIAL WORKERS

The delegates agreed that in most countries governments have come to recognize the importance of getting the help of trained social workers and psychologists in dealing with children and young people who have become insecure and delinquent during the war years. The "shoe shine boys," the black marketeers, and the gangs of undisciplined adolescent petty thieves in countries like Italy and France give some notion of the magnitude and gravity of the problem. Youngsters, many of them without parental supervision, who were taught that it was right to lie and cheat the occupying authorities, need skilled help in achieving more constructive social attitudes.

Some countries have considered the treatment of collaborators and other political offenders as an educational problem in which social workers, psychologists and psychiatrists play a major

role. More frequently however, these persons, including the minor collaborators, have been considered criminals, to be punished, rather than reeducated.

Repeatedly the Conference emphasized the need for the exchange of information, for better training for social workers, and for comprehensive in-service training to develop the performance of the thousands of untrained persons hastily recruited to meet the increasing demands of the war years.

For American social workers, learning at first hand the plight of their European colleagues was perhaps one of the most moving experiences of the meetings. Almost every delegate had his own personal tragedy. Interested as they were in human beings, and respecting and treasuring the dignity of the individual, social workers were persecuted in many countries. Many of them spent years in concentration camps. Members of the Dutch delegation referred several times to their visits to the "Orange Hotel." When queried, they reported this was the name given the Hague City prison where many of them were incarcerated for conducting welfare activities for their own people under the occupation. Interestingly, one member of the Dutch delegation who had been a "guest" at the hotel, found herself as its commandant at the end of the war—a rather graphic illustration of the variety of roles in which social workers found themselves.

With a shortage of trained workers, social workers throughout Europe reported they were overworked, seriously underpaid and working under severe personal handicaps. With the dearth of manpower, women social workers found it almost impossible to get maids to care for their homes and their children while they worked. The development of new political structures in the governments of Europe has caused a reorientation in the entire social structure of many of the countries, and there is pressure upon the individual worker to introduce a particular political philosophy or approach in the administration of social services. The old maxim about need being the sole criterion is being sorely tried. As one representative put it, "We are frequently asked to do social work from the back of the head." Translated, he meant, "with ulterior motives."

Resisting the use of social services to advance the interest of a particular group or groups, the delegates at the same time recognized the need

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Toward a Progressive Vocational Service for Social Work

Joe R. Hoffer

This is the second of a series of three articles on a progressive vocational service for social work. The first article appeared in the September 1947 issue of THE COMPASS. This statement suggests, first, the range of essential vocational services which the field of social work must provide if it is to attain the full status of a profession and, secondly, the three proposals which the Social Work Vocational Bureau is considering to give more adequate service to social workers and social work agencies.

ONE of the major questions being discussed within the social work field today is the adequacy of present vocational services for social workers. A decision must be made as to the most appropriate vocational services to meet the present needs and how these needs can best be met with the financial resources available. The issues are clouded because of the lack of sufficient qualified workers to meet the present demand and the low salaries being offered by the employing agencies.

Before an adequate decision can be reached there are four questions which must be answered, namely: 1) What are the vocational needs of the field today? 2) Is there a need for a national vocational service for social work? 3) What should be its program and function? 4) How should it be organized and financed?

What Are the Vocational Needs of the Field Today?

The traditional concept of a vocational service is restricted primarily to such services as counseling and placement. This concept is no longer valid today because of the inadequate supply of professionally trained workers, sub-standard personnel practices and salaries, the mobility of social workers, the lack of adequate facilities for training, the growing importance of research and the lack of understanding of social work on the part of the general public.

There is, furthermore, a close relationship between the operation of a vocational service for social work and the whole development of the profession of social work. This is especially true in the area of personnel standards and personnel practices. Experience has shown that progress in this area is difficult when piece-meal

methods are used and there is a need to be aware of all the factors which contribute to genuine professional growth. Therefore it may be helpful to suggest a comprehensive program for the development of personnel standards and personnel practices which may serve as a basis for future planning and operation by the groups and organizations in the profession of social work. While a full discussion of the program is outside the scope of this article and may be unrelated to a vocational service, the writer considers it important for the reader to take an overall view of personnel needs in the field of social work. It is important because it provides some background for defining the vocational service needs. It is with this thought in mind that the following twelve-point program is suggested for consideration.

1. *Recruiting.* It is essential that there be developed a systematic and continuous program of recruiting to insure a flow of competent and well-qualified persons to the profession.

2. *Education.* The provision of adequate professional and in-service education for those individuals who have chosen to enter the profession must be recognized as one of the major problems facing the social work field today.

3. *Placement and Counseling Service.* The proper utilization of existing social work personnel has now been recognized as a major concern within the profession. There should be some effective machinery by which the agency wanting a worker and the worker wanting a job may be referred to each other.

4. *A Merit System.* Effective administration of social welfare services can be assured only through the recruitment, proper selection and retention of qualified personnel.

5. *Personnel Practices.* A profession should be concerned with defining and encouraging adoption of those personnel practices and a code of ethics which contribute to a high quality of social service.

6. *Agency Standards.* It is the responsibility of a profession to give active leadership in the formulation of those accepted principles and criteria of work which are essential to insure a high level of professional competence.

7. *Management of Personnel.* Effective management of the staff increases the service to the public as demonstrated by greater efficiency, lower costs, improved staff morale and better service to the client and public.

8. *Central Registry.* A current up-to-date file of social workers is essential if a profession is to be prepared to meet the need for research, for representation on important committees and bodies, or for mobilization of its forces for an emergency.

9. *Research and Statistics.* Research and analysis as to personnel needs, salary and position trends, and opportunities in social work are essential to the development of sound personnel standards and personnel practices.

10. *Legislation.* A profession needs the assistance of state legislation to protect the public from practice by unqualified persons.

11. *Relationships to Other Professions.* There should be a conscious program and some machinery at the national level to encourage co-operative and joint endeavors with those professions, such as medicine, education, religious education and the law, with whom social workers have common problems.

12. *Public Relations and Interpretation.* Public support should be acquired by a carefully organized program of public relations which publicizes social work and interprets the services performed by social workers.

The above twelve points, therefore, may be used in part to judge the adequacy of a program which must be adopted to meet the personnel needs of a profession. While it is recognized that such items as agency standards, research and statistics, relationship to other professions, and public relations are of equal importance to other areas of professional concern, they are included here primarily for their importance to the devel-

opment of personnel standards and personnel practices.

In reviewing the activities of the organizations such as the professional membership organizations, the National Social Work Assembly, the American Association of Schools of Social Work and other organizations offering a generic or common service to social work, it is evident that there is interest and concern for each of the points described. However, there are several in which there is little activity and which may be considered by an organization such as the Social Work Vocational Bureau or another national agency. These include placement and counseling service, central registry and research and statistics. These services are included in the three proposals under consideration today by the Social Work Vocational Bureau and are discussed later in this article. Such activities as management of personnel, recruiting, in-service education, personnel practices, relationship to other professions, public relations and interpretation represent areas where a clearing house might function effectively.

Is There a Need for a National Vocational Service for Social Work?

The national vocational service is not only one of the oldest institutions in social work, dating back to 1912, but holds the distinction of having been studied more intensely than any other service in the profession. During 1938 when the Joint Vocational Service (JVS) announced that it was closing its doors, Ralph Hurlin of the Russell Sage Foundation made a complete statistical study of the operations of the Joint Vocational Service. A year later Arthur Dunham directed a study of these needs, objectives and services for a national vocational service. This study secured very wide participation on the part of local chapters of the American Association of Social Workers, other professional membership organizations, national functional agencies, state welfare departments, schools of social work and social workers in general. A considerable number of field visits were made throughout the country and the findings reviewed by a special study committee.

During the spring of 1947 Miss Barbara Jack, executive director of the Social Work Vocational Bureau, with an assistant completed additional studies of the operation of the agency and canvassed the membership to inquire as to their use of the services offered. During the past few

years the Board of Directors and selected committees have given a great deal of attention to these problems.

On the basis of the available data and previous experience of the Bureau, there is overwhelming evidence that there is a need for a national vocational service. The problems that remain unsolved are the type and extent of the program services and the method of financing these services. In a report of the Personnel Planning Committee for the Social Work Vocational Bureau, the chairman, the late Linton Swift, reported that "unless a new national personnel service could be formed to assume immediate responsibility for personnel services including placement, each national agency would find itself competing with others in placement service, in many instances with very inadequate resources for a separate personnel service in its own field; chaos would quickly develop in wide confusion and competition would result between local agencies and individuals; and personnel standards and placement practices would rapidly deteriorate."¹ Apparently there has been little change

in the thinking of the leaders in the social work field today with the possible exception of the responsibility for selective placement—i.e., does it belong within each national functional agency or in a national personnel service such as the SWVB.

These studies also emphasize the general conviction that personnel service should be organized jointly on a national basis because of the nature of the problem and the values inherent in such a service.

To summarize, it was the consensus of the studies that a national vocational service should be recognized as one of the "common services" to social work, national in character and cutting across functional lines, and it should be recognized that in the main such services should be financed from "common pools" contributed by national functional agencies, by professional membership organizations or by foundations. Comparable services are to be found in the Social Work Publicity Council, National Information Bureau, Committee on Volunteers in Social Work and the National Conference of Social Work.

¹ Preliminary Report of the Personnel Planning Committee, Social Work Vocational Bureau, December 1939.

What Should Be the Program and Function of a Progressive Vocational Service?

At a recent meeting of the Board of Directors of the Social Work Vocational Bureau, the Board considered three proposals and authorized the staff to explore these proposals further and to secure some response from the professional membership organizations, national functional agencies and other interested organizations as to whether they would be interested in participating and financing one or more of the proposals. These proposals were:

Proposal No. 1—Counseling and Selective Placement (present program of the Bureau). The scope of service would be limited to counseling and intensive placement in casework personnel, there would be no change from the present membership requirements of the Bureau, the method of financing would remain the same and the Board of Directors would continue to be selected from the membership at large.

Like the Joint Vocational Service, the Social Work Vocational Bureau never has had a real constituency and for this reason its support never has been assured and the members have never felt any great responsibility for adequate financing. The criticisms of the Bureau which have been expressed from time to time go back in large measure to this fact. An inadequate and insecure financial condition has meant limitations in service and limitations of program. Complete service involving personnel interviews and an intimate knowledge of the community and agency conditions has been possible, as a rule, only within a limited geographical area. The expansion in the area of vocational information has been impossible and certain employment procedures which might eventually increase efficiency have been too expensive to undertake.

Nevertheless, the Bureau has had and has at present a skilled and highly competent professional staff who have worked tirelessly and devotedly. With this staff, the Bureau has maintained a high level of professional service and has developed techniques and procedures in placement which are of value to the whole field of social work, perhaps particularly to the case-working agencies, and which are factors of great importance in the consideration of the future of vocational services to social workers.

In all of the previous studies made of vocational services to social workers, one significant fact is reiterated—to provide counseling and selective placement is an expensive undertaking which cannot be financed through the present membership fees and limited contributions. Therefore, the question must be faced as to whether it may be inappropriate for the Bureau to continue to offer this intensive service because of the following: (1) In general the majority of national functional agencies consider the function of counseling and selective placement to be a major one and therefore they are not inclined to transmit this function to another organization. (2) The present financial condition of the Bureau cannot support the continuation of this function even for the present small membership. (3) It is the opinion of some leaders in the field that the needs of individuals and agencies may be met by a less specialized method of vocational service.

Proposal No. 2—Classified Bulletin Service. This type of service for social work was developed originally by the U. S. Employment Service in California and is sponsored at the present time by the State Employment Service and financed by federal funds. The principal direct service to individual workers includes issuance of current and monthly classified bulletins on civil service examinations and jobs in social work. The principal service to the agency is the issuance of a classified bulletin giving the reported qualifications of persons interested in obtaining new employment and limitations as to their availability. This service does not provide for counseling, verification of employment records, or the collection of references. The bulletin serves to bring the applicant and agency together; the two parties carry on the negotiations.

Under this proposal the scope of service would be widened to include not only caseworkers but also the other areas within social work, such as group work, community organization, research, administration, corrections (probation and parole) and teaching of social work. Individual members would include not only those with graduate work in an accredited school of social work but also those with an undergraduate degree with a major in social work and successful experience in the field.

The California plan, developed with the guidance of responsible committees of social workers,

has met with a great deal of success and is fulfilling a genuine need. However, it represents a limited vocational service which may be very difficult to administer on a national scale, especially since it is impractical to consider the establishment of regional offices at this time. It does represent a less expensive service for a national vocational agency than the present counseling and selective placement service and is worthy of major consideration.

Proposal No. 3—Central Registry and Clearing House with Research and Referrals. This proposal is based on two suppositions: (1) that the social work field is unable to finance a national counseling and selective placement service; (2) that the function of counseling and intensive placement belongs primarily with the national functional agencies and therefore the vocational needs of the field must be met by more general and less intensive vocational service.

Advocates of this proposal visualize a compact, fast-moving feeder or supporting service with modern equipment. The foundation of this service would be a Central Registry containing the most complete listing of social workers in this country. The purpose of the Central Registry would be to compile a current listing of individuals who meet the basic requirements for membership in a professional membership organization and/or the Social Work Vocational Bureau. These individuals would represent those who wish to be identified with the field of social work and who desire to support the general program of the development of personnel standards and personnel practices in this field. The existence of such a Registry would provide tangible evidence of the activities and qualifications of the workers in this field and would provide basic information for some of the following purposes: (1) periodic compilation of a directory of social workers; (2) basic data for research and analysis on personnel needs, trends and opportunities in social work; (3) locating and tracing of social workers; (4) selective mailing lists for social work publications, legislative news, training opportunities and other pertinent data; (5) registry of persons with outstanding and unique experiences and qualifications for committee assignments, consultation and top executive positions; (6) mobilization of social workers for emergencies or new national or international programs. With the Central Registry as a focal point, the Bureau would be equipped to act also as a clearing house for

individuals and agencies desiring vocational information, to do basic research and to provide referral service for those registrants requesting such a service.

The function of the clearing house may be defined as furnishing a medium for the exchange of information on personnel standards and practices among individual social workers, social work agencies and schools of social work. Additional functions would include promotion of improved personnel programs under public and other auspices, liaison with the national and state employment services and possibly the National Roster of Scientific and Technical Personnel. The Bureau could also provide any other personnel service which the professional membership organizations and/or the agencies requested and supported, for example, general recruiting program, development of examinations in social work, consultation on merit systems and personnel administration, in-service or training on the job, etc.

The major service included under research would be study and analysis of personnel needs, trends and opportunities in social work, the development of standards in vocational employment and services in the social work field, that is, individual personnel records, references, evaluations of personnel, acceptable personnel practices, etc.

The referral service for specific positions would include the submission of a list of possible candidates chosen on the basis of such selective factors as education, experience, salary range and geographical area. It would operate in this manner. An agency would register with the Bureau a position, stating the basic requirements of the job, i.e., education and experience required, salary range, etc. The Bureau would submit a list of individuals meeting the requirements indicated by the agency and available for a change in position. Consideration may be given also to the submission of job openings to individuals.

The basic services described above are considered to be fundamental to a general vocational service for social work. However, they do exclude some worthy services which have been developed effectively by the JVS and SWVB. These include counseling, collection of references and verification of employment records, and compilation of agency records—all considered of vital importance by many social workers and social

agencies. Proposal No. 3 suggests that these services may be offered at a special fee, over and above the basic membership fee.

The scope of service would be enlarged to include all areas within the social work field, that is, casework, group work, community organization, research, administration, probation and parole and teaching. All individuals who have a graduate degree from an accredited school of social work would be included in addition to individuals having an undergraduate degree with major in social work and successful experience in the field.

How Should a National Vocational Service Be Organized and Financed?

Inadequate financing has plagued both the Joint Vocational Service and the Social Work Vocational Bureau. The JVS financial program proved to be unsound. Individual social workers paid only a placement fee, which was considered to be too heavy a burden for many (a week's salary), and involved no payment whatever from all other registrants for such expensive and essential services as development and maintenance of a personnel record, vocational counseling, vocational information, and referrals and other services for which a placement fee could not be charged.

Similarly, most employing agencies paid only a nominal "registration" fee which did not cover even the cost of referrals, with no payment at all toward the range of other services or toward the maintenance of program.

The Social Work Vocational Bureau financial plan discarded the principle of a placement fee as impractical and attempted to relate all services to financial support. The original plan was to charge nominal "membership dues" covering maintenance of general program, but with a separate "division membership" within the SWVB for individuals and agencies who desire special services, e.g., vocational information, counseling, personnel records, references, etc.

Experience has shown that the present membership fee for individuals (\$10 for the first year with \$4 annually thereafter) and for agencies (casework staff of two or less, \$10; for agencies with casework staff of three or more, the dues are at the rate of \$4 for each such position) is not sufficient to cover the cost of the services rendered. Contributions, grants and subventions totaling approximately \$13,000 or approxi-

mately 33% of the budget have not been sufficient to keep the Bureau out of the red—even though inadequately staffed.

While complete data are not available, it is estimated that the cost of each placement made by the SWVB averages \$100–\$125. This placement includes, e.g., counseling period which costs on the average of \$5 to \$10. The cost of development and maintenance of a personnel record or history and references for each individual member costs approximately \$5 to \$7. These costs should give the reader some indication of the difficulty of offering adequate service to approximately 2,500 members under Proposal No. 1, i.e., counseling and selective placement, unless an additional \$20,000–\$25,000 or a budget of \$60,000 can be secured.

The cost of operating Proposal No. 2, i.e., Classified Bulletin Service, is estimated at approximately \$50,000–\$75,000, depending on the type of organization which would be required to provide national coverage. Since this proposal provides for a wider membership than the present program, the present membership fees may be sufficient to meet the above budget. Even though the budget of the USES has been reduced drastically, the experience in California to date, warrants the attention of social workers to secure further expansion of public employment services in our field.

The cost of financing the basic services outlined in Proposal No. 3 is estimated at approximately \$60,000–\$75,000. The suggested method of financing this program is through individual and agency membership fees with a special concession to all professional membership organizations who register their members in a block or national functional agencies who register all their affiliates. The tentative membership fee for individual members is \$1 for block membership and \$3 for those individuals who apply on an individual basis. The agency would pay at the rate of approximately \$4 for each social work position within the agency with a special compensation for agencies registered under the block plan. Further study is needed to determine the basis for payment by agencies.

In view of the fact that the demand for professional personnel exceeds the supply and since the successful operation of the services outlined in Proposal No. 3 demands a large pool of individuals, the fee from the individual is kept low. The agency fee is relatively low considering the

costs of operating an independent service and the inherent values to the agency and the field of social work. An alternate plan to financing these services other than through membership fees would be for the Bureau, preferably with other national agencies offering common services, to go to the public for funds as an independent appeal or as part of local Community Chest drives.

Proposals No. 1 and No. 2 do not contemplate a change in the present election of the Board of Directors from the members at large. Proposal No. 3 suggests that one-third of the Board members be appointed by professional membership organizations, one-third by the National Social Work Assembly and one-third elected at large. This would tend to make the SWVB an instrument of these organizations and provide a better integrated vocational service in the field of social work.

Next Steps

As has been indicated previously, the Board of Directors of the Social Work Vocational Bureau has agreed to explore these three proposals and has authorized the staff to consult with the professional membership organizations, national functional agencies and other interested groups. It is to be emphasized that the Bureau expects to continue its present service and no changes will be made without full membership and Board action.

Unfortunately because of the financial condition of the Bureau, there is not enough time to give as complete consideration to the factors as would be desired and therefore it may be necessary for the Social Work Vocational Bureau to reach some basic decision regarding its future on or about January 1, 1948.

The Board of the Bureau is eager to receive comments and suggestions on the above proposals and to secure some formal action from all organizations having a stake in this problem.

The next few months, then, become a very important period in the life of the Social Work Vocational Bureau and the future of a national vocational service. If its services are discontinued, there will be a substantial amount of experience in offering vocational service, not to mention the valuable data included in the SWVB and JVS records, which may be lost to the field.

A DILEMMA IN RECRUITMENT

Margaret C. Bristol

Mrs. Bristol, who teaches social work at Florida State College for Women, has stated a dilemma faced frequently by college teachers and others who counsel undergraduates about going on for graduate education in social work. We passed her dilemma on to Marietta Stevenson, Director of the Division of Social Welfare Administration at the University of Illinois, for comment. Miss Stevenson's reply can bear reading not only by teachers of undergraduate and graduate students in social work but also by persons in agencies for whom vigorous and sound recruitment of workers is of vital concern.

I AM in a dilemma. It has to do with what to advise the college student to do in order to equip herself for social work. Let me cite two situations that have brought forth these comments.

Mary B., twenty-one years old, an Honors student, is interested in social group work. Compared with the "average" college senior, she is relatively mature and is a most promising student. We have encouraged her to go on for graduate education; yet, upon application to a school of social work, she was rejected and advised to work a year because of her immaturity and inexperience.

Her fellow students are saying to me, "If a girl like Mary B. is not mature enough to enter graduate school, what chance have I to be accepted?" and I have no answer.

The second student is also an Honors student. Alice M. applied for admission to another school of social work and while as yet, formal rejection has not been made, this school is questioning the advisability of admitting this girl because of her very slight acquaintance with social work and because she has little life experience to draw upon.

Now for a long time, the demand for well-equipped social workers has far exceeded the supply. All of us in the profession have been aware of the need for recruitment and some of us have directed much of our professional activity toward the interpretation of social work to the undergraduate student with the objective of increasing the number of promising students who will become interested in social work.

What is to be our reply when students ask "Is it better to go to graduate school right after college, or is it better to get some work experi-

ence first?" Upon what professional basis shall I, or schools of social work, advise a student to secure social work experience prior to entering a professional school? By what right shall I advise a young and immature person to go into a social agency where she will be expected to carry her full share of agency responsibility and be helpful to people?

Granted that a student about to graduate from college is relatively immature and inexperienced, the problem is where shall she mature? In the graduate school? In a social agency? Or as a clerk in a ten-cent store? I can cite instances of students who did go directly into social agencies but because of lack of good supervision and because of heavy work responsibilities and consequent frustration, left the agencies and social work permanently. And I am certain that there was excellent material in these students who have been lost permanently to social work.

I realize that professional schools of social work face the problem of selectivity. Overcrowded, they prefer, of course, the more mature students. But is the answer from the professional point of view, rejection of the inexperienced student, more schools or enlargements of our present schools?

And this raises another question: Can the maturation process be hastened by certain curricular and administrative changes? If so, what are these changes and how are we to evaluate properly the maturation process?

Does not all this point to the need of re-evaluating our professional education, of re-examining and re-defining objectives and working out a more flexible program of professional education that will enable the student to achieve those objectives, perhaps in different lengths of time and by different routes? May it not mean,

for example, that some students will require a third year of internship in a more controlled but yet realistic agency experience? Or, again, is there not need that some agencies shall have a responsibility of assuming a greater share in providing a continuous learning experience for the student?

During the past few years we have seen an increase in the emphasis upon the importance of pre-professional education as a part of the total professional development of the student. We may now need to be concerned about the methods of teaching and nature of the experience which will contribute to the maturing of the student. Our own approach to this problem of speeding up maturity and sensitivity has been to experiment with curricular and course changes to prepare students more effectively for both agency experience and for graduate education, with constant emphasis on the fact that we have been providing pre-professional and not professional education. For example, during the winter quarter of 1946-47, fifteen students and myself spent eight weeks in a large Florida city engaged in what might be called a community and social agency orientation project—a form of internship for orientation rather than for the acquisition of skills. This flexibility is in line with trends in general education. But this does not solve the dilemma of what to advise students who wish to become social workers.

DISCUSSION

By Marietta Stevenson

Mrs. Bristol raises some very interesting and pertinent questions in her article. It seems to our faculty that she states a problem that the professional schools of social work must grapple with both individually and collectively through the American Association of Schools of Social Work.

Just why Mary B., twenty-one years old and an Honors student, was rejected is not clear. She was rejected and advised to work a year because of her immaturity and inexperience, according to Mrs. Bristol. Was it also because the school to which she applied had few openings, and since it could be very selective in regard to admissions, preferred not to take a risk with an immature student? Was she encouraged to try another school or to clear with the American

Association of Schools of Social Work? Or, was she simply advised to work a year without any guidance? What kind of work experience was advised?

We think that the schools in replying to prospective students should feel their responsibility to the profession as a whole, and take the time to write courteous replies that will be helpful both to the prospective student and to a recruitment program. In case of a rejection, the same rule holds. Some of the larger schools cannot take the time to give much individual help to students, but perhaps if Mary B. or Alice M had been referred to another school the situation would have been different. Last year the American Association of Schools of Social Work had information regarding which schools were in position to admit additional students. Clearance with the Association might be suggested to such students. Another suggestion is that faculty, encouraging undergraduate students to go on with social work training should be taken into the confidence of the professional schools as to just what we do expect of potential applicants for admission. Mrs. Bristol should have felt free to clear with the school or schools in question.

Some of us feel quite strongly that students who are too immature to be admitted to graduate school are also too immature to work in social agencies. But, how do we determine maturity or lack thereof? Certainly age alone is no criterion. There are too many variables to set up an exact standard, but perhaps there should be some agreement between the schools on the basic qualifications required for admission.

The screening process in the schools should be a continuing one, so that students who fail to acquire the knowledge and skills expected each semester are not encouraged to go on. In some cases, it may well seem desirable to suggest to students that it would be well to acquire experience and more maturity, before continuing in the second year of graduate work.

Perhaps, too, we might suggest that agencies accept more responsibility for supervision of these younger people. Unless the immature person can be helped by a case aide position, with excellent supervision and a good program of in-service training, he or she will be no more ready for graduate work than before. Simply adding a year or two to the age of the applicant is not sufficient.

We are concerned, too, that potential graduate students of the caliber Mrs. Bristol describes not be turned away from social work. An unsatisfactory work experience may well do this.

It seems to us that the student body of a graduate school should ideally be made up of a combination of mature people and those who have just finished their undergraduate training. We are concerned that the mature, experienced person not be too rigid and not have had too much experience in doing things the wrong way. We are also concerned that the younger person just out of college have good social science background, good scholastic standing, a real interest

in people, and the potentialities of making a good social worker.

The shortage of well-equipped social workers makes it incumbent on the schools to train people who will be an asset to the profession. We believe that there are some potential students whom no amount of social-work education would make good social workers. When we are *sure* that we are dealing with one of these, it is the responsibility of the schools to discourage him; but it is a loss to the profession if such students as Mrs. Bristol describes are turned away. Both the schools and the agencies must take steps to prevent this happening.

Rebuilding Social Services

(Continued from page 17)

for social workers to reorient their thinking and their approaches to enable them and their programs to serve effectively not only the interests of the individual but also those of the new states being created.

In some countries, this is a particularly serious problem because social workers have now achieved a recognized status and their skills are more and more in demand. In a number of European countries however, despite the increased use of social workers in the war and post-war period, their status is uncertain, they are not recognized as a profession, the necessity of professional training is not generally accepted, and the field of social work activities is inadequately, or not at all defined. One delegate reported that she had applied for an important social welfare position in her country and was rejected because in her application she had emphasized that she was a trained and experienced social worker. She later got the job, at a better salary than originally offered, because when she reapplied she stressed the fact that she was a Doctor of Laws.

NEED FOR CLOSER PROFESSIONAL TIES

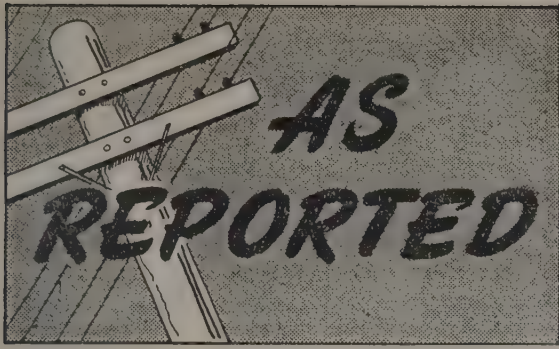
Illustrations such as these emphasized to the conference the need for social workers everywhere to organize professionally in their own countries and to develop far closer contacts than hitherto with professional groups in other countries with a view to exchanging information,

developing standards, and supporting the development of sound social practice nationally and internationally.

After adopting a proposed draft constitution, the delegates agreed that the program problems for the Atlantic City Conference in 1948 related primarily to an adequate selection from the tremendously interesting materials already available. The meetings in Holland provided a few clues to the engrossing common problems which require further analysis and discussion. It will be the task of a newly appointed program committee to select the actual topics and discussants.

The members of the American delegation kept wishing it would be possible for more of our colleagues at home to meet these fellow social workers from abroad and to get at first hand their impressions and feelings about the problems with which they and their countries are grappling. The International Conference on Social Work in Atlantic City next year will provide a rare opportunity for this kind of a get together.

But above all, as an American social worker, one left the Conference with a feeling of humility, of deep respect and admiration for the courage, sincerity and honesty with which European social workers, under extremely trying conditions, are making their contribution to the adaptation of the old and the building of new social services to meet changing needs in a society very different from that in which the pre-war resort hotels at Scheveningen flourished.



Conference-Institute on Social Security

A conference-institute on social security was held in Washington September 8 to 12 under the auspices of the Committee on Education and Social Security of the American Council on Education. The conference-institute brought together a group of educators from undergraduate departments of sociology and social work throughout the country for a week's intensive study of developments in social security and the relationship of the undergraduate schools to these developments.

Two recommendations were adopted by the conference:

1. That since social security is an increasingly vital force in American life, an effort be made to bring about the inclusion of the principles and problems of social security in the basic or general college curriculum not only in the institutions represented here but throughout the country.
2. That the pattern for bringing educators into touch with the administrative personnel and other resources in Washington which has been most profitably developed in this pioneer institute be extended to other areas. Specifically we suggest that similar or longer institutes be sponsored by the American Council on Education not only in the various social sciences and in administration but perhaps in other fields as well.

Among the leaders who addressed the conference-institute were Jane M. Hoey, Oscar C. Pogge, Fedele F. Fauri, Katharine Lenroot, Albert Aronson, Ewan Clague, I. S. Falk, Agnes Van Driel, and George E. Bigge. The program was under the general direction of Karl de Schweinitz.

The conference-institute was sponsored by the American Association of Schools of Social Work, the National Association of Schools of Social Administration, Association of American Colleges, and the American Association of Social Workers.

AASSW Publicizes Services to Undergraduate Colleges

Consultation and field service on the pre-social work program and guidance of students interested in social work as a profession were offered by the AASSW in a letter to the presidents of colleges and universities throughout the country in October. All colleges and universities which are members of the following associations received the letter: Association of American Universities, the Association of Land Grant Colleges and Universities, the Association of Urban Universities, the National Association of State Universities and the institutions accredited for graduate study by the Association of American Uni-

versities. Responses already received indicate a high degree of interest on the part of college and university faculties.

The letter said in part:

It is generally agreed that undergraduate education, as the first stage in preparation for social work, should be focused to meet the needs of three groups of students: (1) those preparing for graduate professional education in social work; (2) those wishing to qualify for positions in social agencies for which graduate professional education is not now required; (3) those desiring to become familiar with the field of social work as a part of their general education.

The Association offers to undergraduate colleges the following services:

- (1) field service to make available on college campuses the experience and recommendations of the profession concerning education;
- (2) consultation, by correspondence, concerning local problems;
- (3) a variety of teaching materials developed in undergraduate programs;
- (4) a regular news service on developments of interest to faculty;
- (5) the opportunity to meet with others engaged in similar educational ventures at the Association's Annual Meeting and at regional and state-wide meetings in which social agencies as well as colleges and universities are participants.

We believe that the development of closer working relationships between the undergraduate faculties in the social sciences and social work, and the graduate schools of social work, will do much to strengthen the profession. It is our hope that you will let us know of any ways in which we can be helpful to you and to members of your faculty. Field service and consultation are available without charge.

The field service of the association was initiated in 1945 through a grant from the Field Foundation, Inc. During the early part of 1947 the association's consultant on pre-professional education consulted with 72 colleges and participated in five statewide meetings.

Union Announces New Contract

Agreement on the terms of a two year contract between Local 19 of the UOPWA and the New York Federation of Jewish Philanthropies was reached on October 3, concluding several months of negotiations. The services of the New York State Mediation Board were used in breaking the deadlock, the first instance in which a public conciliation service was used in settling a dispute between a union and a social agency. Agreement was reached just four days before the opening of the Federation's fund-raising campaign in which \$15,000,000 is sought.

The contract provides for a \$400 annual increase to members of the fund-raising staff retroactive to July 1, 1947, with an additional \$200 increase guaranteed beginning July 1, 1948. Office workers in the agency received increases of \$4.50 weekly.

Following conclusion of the agreement with the Federation several agencies receiving financial support from the

Federation signed contracts. In the Bronx YMHA a minimum beginning salary of \$2,900 for trained group workers was set, the highest provided for this position in any of its contracts, according to the union. An increase of \$700 was given to all members of the professional staff.

Mayo Appointed to New Post

Leonard W. Mayo, dean of the School of Applied Social Sciences at Western Reserve University, has been named vice president of the university to take charge of

its \$20,000,000 development program. He will take over his new duties as soon as he can relinquish his post as dean.

In his new position Mr. Mayo will be responsible to the president and the board of trustees for the continued study of the needs of the university and of its several colleges and schools, for the development of new sources of support, for public relations, for the direction of the continuous financial program, and for such other matters as may be assigned to him from time to time by the president or the board of trustees.

New Horizons

(Continued from page 13)

limited numbers of medically needy persons. What would be indicated, rather, would be emphasis upon the importance of helping to mobilize all of the nation's health resources so as to assure all people the highest attainable level of physical well-being.

In the economic field we would concentrate less exclusively upon assistance to those who are in need, less upon insurance to tide over periods when earnings are not available, less upon work relief programs to provide substitute employment for persons squeezed out of normal work opportunities. Emphasis rather would be placed upon the significance of real employment, upon the consequent importance of maintaining high level employment, upon raising minimum wage standards, upon annual wage plans, family allowance schemes, and methods of relating wage levels to price levels so as to assure a continuity of income, and income adjusted to family needs.

In the field of personal and social relations we would make clear that we are interested not only in the integrity and mutual relations among members of poor families but also in the preservation and strengthening of all families. In the educational and cultural fields, we would urge adult education, playgrounds, and recreational and cultural opportunities not only in poor neighborhoods and in "settlement districts" but in all communities.

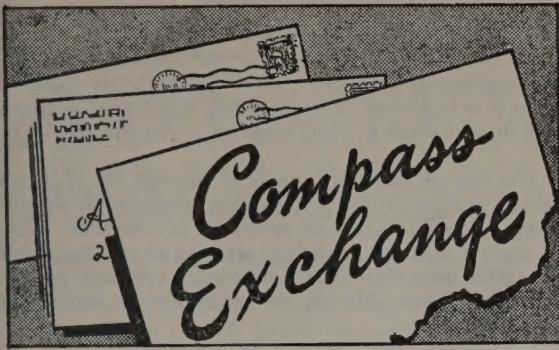
WHERE TO START

Obviously, "social organization" cannot be initiated in too many new areas simultaneously and social work cannot aspire to fill a role for which it is not yet prepared. Nevertheless, it is important that at least a beginning should be made. We must pick those areas in which broad social action is most needed. We must then get the facts about what is now happening to people because of our failure to realize the highest pos-

sible level of social well-being in these areas. We must use to the fullest our own skills, including our ability to ascertain what other skills are required to meet the needs disclosed. And finally, we must press with all possible vigor the development of skills required for "social organization" and "social statesmanship" and press as rapidly as possible toward inclusion of the teaching of these skills in our programs of social work education.

Although George Washington spent his most publicized winter at Valley Forge he spent more winters and worse winters in New Jersey. During one of these winters, it is sometimes told, Washington had his army build a fort—not so much because it was expected to serve any useful purpose in the war against the British—but because his army needed something to do and something to think about during the cruel winter. And, although from this viewpoint the construction made a certain amount of sense, the form was termed—because of its alleged uselessness to the military plan—Fort Nonsense.

Whether or not this tale is historically accurate, it can serve as a warning to social work that it is today confronted by the danger of devoting an undue proportion of its limited resources, competence, personnel, and attention to the building of isolated redoubts where only stray wandering casualties of the battle of life are likely to be encountered and where the real enemy is likely never to appear. To be sure, important service can be rendered to the casualties, our own historic but limited role can be maintained, we can continue to enjoy our salaries, our comfortable working conditions, and all of this will make a certain amount of sense. However, social work may have to make some new plans for itself if it wants to help build in the middle of the conflict a bulwark to give the greatest possible support to the largest possible number of people in the worldwide fight for a better life for all mankind.



From the State Department

Dear Mr. Anderson:

I appreciate the interest and concern of the members of the American Association of Social Workers as expressed in the statement on "International Cooperation for Social Welfare—Goals, Organization and Principles" which you have forwarded to me. Much of the work of our Office of International Information and Educational Exchange, the Office of Public Affairs, and Interdepartmental Committee on Scientific and Cultural Cooperation and United States participation in UNESCO is concerned with the problems and goals contained in the statement of the Association.

The membership of the Association should be commended for their appraisal of the problems and their recognition of their responsibilities as citizens and professional workers in the field of international relationships.

Sincerely yours,

Howland H. Sargeant
Deputy
Assistant Secretary of State
for Public Affairs
Washington, D. C.

Wealwrights

Dear Sir:

Our fertile profession of Social Work has sprouted a notoriously copious technical terminology except for a succinct title for its technicians. Medicine has its doctors, education its teachers and professors, science its scientists, religion its clergy, yet Social Work is all weeded up with Social Workers, Social Welfare Workers, Welfare Workers, Personal Service Workers, ad libitum, a waste of words and syllables. It is not hugely important, yet it is strange that we have not discovered a suitable single word of two, or at the most three syllables to identify us.

Let's plow and cultivate the fertile minds of our expanding profession, perhaps through a competition, and do a little word-grafting if need be, and get a label for ourselves.

I for one would dig into the Anglo-Saxon root (wyrhta, from wyrcan) of our noble word "work," that we work so hard. Those that work are termed "workers," but this includes unskilled and skilled, energetic and lazy, and sometimes those that just ought to work. The mediaeval form, however, much nearer to the root, "wright," on the other hand, connotes skill, enthusiasm, persistence, and much else that is admirable. It has faded, except as a

surname, but thrives in compounds such as wheelwright, millwright, shipwright, playwright, and the like, each denoting a specialized artificer. These were logical graftings, and I suggest we graft further and offer "Wealwright," pure Anglo-Saxon, as our professional title. "Weal" (a sound, healthy or prosperous state, either of persons or of things, of an individual or a community—Funk & Wagnalls Dictionary) stems from the Anglo-Saxon "wela," the root of which is "wel," whence our "well." Similarly rooted are other words frequent in our usage, such as wealth, welfare, commonwealth. A "Wealwright," therefore, would be one specifically skilled and certified in Social Welfare Work.

A coined word cannot of course be forced into use by fiat, but use can test it and lead to its adoption. So here's my contribution, Wealwright. Incidentally, our American Association of Social Workers would be less of a mouthful, American Association of Wealwrights, AAW.

Harold H. Kelley, D.D.
New York City Chapter

A Visitor to American Social Work

The following letter describes the recent visit of one European scholar to observe American social work. This story could be told with minor variations about an increasing number of visitors from both Europe and the Far East. The usefulness of the Italian Social Service Correspondence Committee in this instance suggests the possibilities of more American social workers banding together in enterprises of this kind.

Dear Sir:

This past September Dr. Mario Ponzo of the University of Rome visited the United States as a guest of the American Psychological Association, to attend their annual conference. Dr. Ponzo spent several days in New York City to make contacts in the field of social work. In addition to his status in the field of psychology, Dr. Ponzo is the director of the School of Social Work in Rome which he helped to establish and which has the distinction of being the only social work school in Italy that is an integral part of a University. The school will graduate its first students next year.

While here Dr. Ponzo was able to make contacts with the following organizations: AASW; AASSW; American Council of Voluntary Agencies for Foreign Service; Institute of International Education; Institute of Welfare Research; World Student Service Fund. He also visited the following agencies: CARE; Community Service Society of New York City; Department of Welfare in New York, and through the International Institute of Philadelphia, several social agencies in that city.

Dr. Ponzo was assisted in making these contacts by the Italian Social Service Correspondence Committee (New York School of Social Work, 122 East 22nd Street, New York City) made up of faculty, graduates and former students of the school who are interested in the development of professional schools of social work in Italy and have, over the last two years been in correspondence with several of them and have been able to forward to them some books and technical publications in this field.

It is hoped that through interested professional social work organizations in America, it will be possible for several Italian social work students to come to America

to attend the National and International Conference of Social Work in Atlantic City in the Spring of 1948. The value of such an experience would be greatly enhanced for them if while here they could be given scholarships for at least one quarter or one semester in one of the American schools of social work.

Ethel Bird
New York City

Undergraduate Sociology and Graduate Social Work

Dear Sir:

"Undergraduate Preparation for Graduate Work," by Ralph Carr Fletcher and J. Curtis Osborn (*THE COMPASS*, Vol. 28, September 1947, pp. 12-16) is an extremely revealing article and makes a significant contribution to social work education, but it contains implications requiring examination.

Messrs. Fletcher and Osborn assume grades in a school of social work to be the meaningful criterion or variable to which for the purpose at hand other variables are related. Grades may be a useful criterion but it is possible to overvalue their import. Employing grades as their criterion they conclude that the amount of social science "has little influence, and that influence is negative upon the graduate performance." But this hardly warrants the auxiliary conclusion that "Too great a specialization in the social sciences in college may actually handicap the student in acquiring a well-rounded understanding of society and human behavior."

Since this conclusion ostensibly flows from the examined data (rather than from a preconceived bias), the only inference one can draw is that Messrs. Fletcher and Osborn regard "a well-rounded understanding of society and human behavior" as being identical with high grades in a school of social work, or at least directly and highly correlated with them. This may or may not be the case. As it stands, the conclusion is unwarranted.¹

The main justification for the respective social sciences, or any other disciplines offered for majors in liberal arts colleges, is not to be found in their value as specialties through which one can prepare for an occupation, but as means whereby one can obtain critical tools and knowledge for living. Such heuristic tools are provided that the student more adequately may obtain, judge, and verify facts and contentions.

If other values are achieved by majoring in a social science, they are incidental to that purpose. Hence, it should not be strange that "Many of the advanced courses in the social science fields . . . are quite unessential to the graduate student in social work and may be a handicap if taken at the expense of more important courses in other aspects of the social sciences."

Overspecialization as an undergraduate, if that is possible, is of course, a highly questionable procedure. To guard against this possibility the Wayne University Col-

¹ If Messrs. Fletcher and Osborn meant (and they didn't indicate it) that too great specialization in any one social science, as e.g., economics, might serve as a handicap in analyzing behavior and social structure, they are simply stating what, after Cooley, came to be called in sociology the "particularist" fallacy, and they would merely be repeating a sociological "truism."

lege of Liberal Arts catalog expressly limits students to not more than forty-five hours in their major subject. Even those persons who follow the recently instituted pre-professional curriculum for social work are required to have a minimum of solid, purely sociological subjects, and in counseling a broad program is recommended.

The aim of this provision is to develop the student's critical faculties, with the hope that subsequently he will accept no secular matter on mere faith or precedent. Thus in matters of social psychology students of sociology tend to require more than dogma or "clinical evidence" or self-revelation before they regard conceptions or notions as established facts.

The authors find "the negative correlation between social science hours and graduate grades quite surprising." It shouldn't warrant surprise.² I should like to present the hypothesis (and its testing might be a worthy project for an M.S.W. thesis), that the person who had had a relatively large number of course hours in the *analytic* social sciences would tend to develop a well organized critical faculty which in turn would not necessarily be correlated with high grades in a school of social work. This would be especially likely in the notable absence of objective course examinations in schools of social work. But critical faculty might well be correlated with insight.

Grades, as any teacher knows, even if they are ostensibly based upon the presumed degree of acquisition of "individual skills in the practice of social work," are actually functions of several things. Under these circumstances an insistence by the student on learning and being taught empirically grounded principles and concepts which did something more than "ring true," might jeopardize his chances of getting high grades.

Nor might a high degree of social insight and ability to emphasize necessarily be correlated with high grades in a school of social work. If critical ability and utilization of insight were capable of measurement and correlation, it would not be at all surprising if they correlated negatively with high grades.³

In terms of this orientation certain facts elicited through a recent questionnaire survey of some 650 persons who had as juniors elected sociology as their majors at Wayne University and who, in terms of the time elapsed should under normal circumstances have graduated, is of interest for the light it throws on majoring in sociology as preparation for social work. Some 222 questionnaires were returned. About three-fourths of these former majors had taken B.A.'s in the sociology department at Wayne, while 11 per cent didn't complete degrees. Of those who took bachelor's degrees 16.5 per cent completed graduate and professional degrees, and 7 per cent obtained the M.S.W.

² The undergraduate social science grades and the number of undergraduate social science hours show a correlation of .066 which is not significantly different from the —.100 correlation of undergraduate hours and graduate grades. It is not true, even in cumulative subjects like mathematics, that the more hours one takes makes his grades any better in subsequent courses.

³ Cf. Norman D. Humphrey, "Social Insight, Nuance and Mind-Types: A Polar Hypothesis," *Philosophy of Science*, Vol. 8 (October, 1941), pp. 580-84.

or its equivalent. Over 20 per cent of the bachelor's degree holders took graduate work, and most of these did so in schools of social work.

When they received the questionnaires 28 per cent were working in various fields of social work, and another 12 per cent were working in personnel or related fields. A much larger percentage had done social work on graduation but, for a variety of reasons such as marriage and babies, were no longer employed there.

Thus, while social science concentration may not be correlated with success, as measured by grades in a school of social work, and while the sociology department does not pretend to prepare people to accept jobs in social work on or before graduation, the fact remains that a very large number of persons who as juniors elect sociology as their major actually get jobs in the field.

Emory S. Bogardus, in a more systematic study of the occupational activities of former sociology majors at the University of Southern California, indicates through a table that some 54 per cent of the sociology department alumni had gone into various fields of social work.⁴

In view of some of the aforementioned implications the question should be raised: "What, other than grades in a school of social work, can be used as really significant criteria in studying undergraduate preparation in the social sciences as related to graduate social work training?"

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⁴ "Why Major in Sociology," *Sociology and Social Research*, Vol. 26, pp. 154-163 (1941-42).

CALL ISSUED FOR 1948 DELEGATE CONFERENCE

On recommendation of the Committee on Time and Place, the National Board has called the 1948 Delegate Conference of the AASW to meet on

April 16, 17 and 18, 1948

at

Hotel Chelsea, Atlantic City, New Jersey

As usual, the Delegate Conference will be held on the three days before the opening of the National Conference of Social Work.

Preliminary information about the Delegate Conference program will be sent to chapter chairmen shortly. Those planning to go to Atlantic City should write immediately for reservations to

Housing Bureau
16 Central Pier
Atlantic City, New Jersey

Please Pay Promptly

The National Board at its last meeting took action to reduce the billing period for renewal of AASW membership dues to three months. Effective January 1, 1948, the following schedule will be established for members whose dues are payable in the January quarter, and thereafter for all subsequent quarters:

- January 1st—first bill
- February 1st—second notice
- March 1st—letter warning members they will be dropped if dues are not paid by the end of the month.
- April 1st—members will be dropped for non-payment of dues unless they have asked for special arrangements.

Special arrangements include extensions of time in situations where members find it difficult to pay dues on time; granting of special member status, i.e., cancellation of dues

for one year in cases of a member's prolonged illness, involuntary unemployment, full time attendance at a school of social work for one year, or service in the armed forces.

The national office handles some 11,500 individual membership records annually. It maintains accounts for 100 chapters since it must refund to each chapter its share of every membership payment. Obviously the routine steps connected with the billing procedure can be handled most efficiently when members pay promptly or let the national office know after receipt of the first bill that there will be a delay in payment.

Up to the present, memberships have been kept active for seven months from the time the first bill was sent. The National Board decided that the three months allowed in the by-laws for payment of dues should be sufficient. The cooperation of the membership in the new plan is urged both to reduce the cost of postage and other supplies, and to reduce the amount of clerical time required to handle the collection of dues.

Community Organization

Its Nature and Setting

Three papers by

Kenneth L. M. Pray



Violet M. Sieder



Wilbur I. Newstetter

Edited by Donald S. Howard

One of the important events of the 1946 National Conference of Social Work was the presentation of three papers on community organization which set a new bench mark in the formulation and clarification of principles in this area of social work practice. Before the conference had ended steps had been taken to make these papers available to the whole profession. The American Association of Social Workers, in cooperation with the Association for the Study of Community Organization and Community Chests and Councils, Inc., undertook to sponsor their publication under the editorship of Donald Howard. This month they appeared in pamphlet form.

Excerpts from the papers are printed below. The publication is just off the press and may be obtained from the AASW office, price 25 cents.

The question before us really asks not merely *when*, but *whether*, at all, community organization practice is integrally related to the common content of problem, philosophy, knowledge, objective, and method, which characterizes social work practice as a generic whole. The answer to that question clearly depends upon what we mean by generic social work practice, in the first place, and by community organization practice, in the second. Since there is no generally accepted definition of either social work or community organization, despite all the ardent and able efforts, past and present, that have gone into the search for such definitions, I am under the painful necessity of formulating at the beginning the concepts upon which my own discussion will be based. . . . *Kenneth M. Pray.*

As with nations, agencies have to learn the hard way that the day of complete self-determination or isolationism is past. It is now abundantly clear that community understanding and support of welfare services are related to their balanced growth. It is, therefore, not surprising

to find social work leaders prophesying that in the years immediately ahead community organization, its methods, techniques, purposes, and structure will be the major development in the field of social work. The writer shares this view but wishes to underline the idea that community organization can succeed only when there are agencies (such as community welfare councils) with particular responsibilities, specialized skills, and the ability to devote full time to the job. . . . *Violet Sieder.*

What is here termed social inter-group work is illustrated by an ellipse with two foci. . . .

The first focus here represents the adjustmental relations between groups and not the personal needs of the members of our inter-group who are there primarily as representatives of some other group or groups. The primary need to be met here is not that of particular individuals who require adjusting to other individuals but rather the need of groups in a given community to maintain mutually satisfying relations with other groups. . . . *Wilbur I. Newstetter.*